



Meeting March 25, 2024
COMMITTEE COVER REPORT

PLANNING AND DEVELOPMENT COMMITTEE

TO: MAYOR AND COUNCILLORS

SUBJECT: BURNABY 2050 PROJECT UPDATE Q1 2024

RECOMMENDATION:

THAT the report titled "Burnaby 2050 Project Update Q1 2024" dated March 13, 2024, be received for information.

REPORT

The Planning and Development Committee, at its meeting held on March 13, 2024, received and adopted the attached report to providing an update on the progress of Burnaby 2050, presenting the timeline for the remainder of the project, and requesting feedback on the draft Vision Statement, Values, and Guiding Principles to be included in the Official Community Plan (OCP).

On behalf of the Planning and
Development Committee,

Mayor Mike Hurley
Chair

Pietro Calendino
Vice Chair



Meeting March 13, 2024

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COMMITTEE REPORT

TO: PLANNING AND DEVELOPMENT COMMITTEE (PDC)

FROM: GENERAL MANAGER PLANNING AND DEVELOPMENT

SUBJECT: BURNABY 2050 PROJECT UPDATE Q1 2024

PURPOSE: To update Council on the progress of Burnaby 2050, the new Official Community Plan, to present the timeline for the remainder of the project, and to request feedback on the draft Vision Statement, Values, and Guiding Principles to be included in the OCP.

RECOMMENDATION

THAT the report titled "Burnaby 2050 Project Update Q1 2024" dated March 13, 2024, be received for information.

EXECUTIVE SUMMARY

Progress on the development of Burnaby 2050, the new Official Community Plan, includes the development of Policy Directions, Growth Scenarios, and draft Vision Statement, Values, and Guiding Principles. These items will be presented to the community for feedback during the engagement period of Phase 3 in April and May 2024. In addition, work has begun on a number of technical research projects including the Community and Social Infrastructure Needs Assessment, the Employment Lands Needs Assessment, the Streamside Development Permit Area Guidelines, and the Form and Character Development Permit Area Guidelines. A workplan for 2024 and 2025 is attached.

1.0 POLICY SECTION

In accordance with the *Local Government Act (LGA)*, a local government may establish an official community plan (OCP) as a statement of objectives and policies to guide decisions on planning and land use management. The *LGA* describes what policy topics must be included and what topics may be optionally included in an OCP. In addition to objectives and policy statements, an OCP may include maps, a vision statement, and Development Permit Area (DPA) Guidelines. An OCP for Burnaby must also include a Regional Context Statement demonstrating consistency with the Regional Growth Strategy (Metro 2050) for acceptance by Metro Vancouver. The *LGA* outlines the minimum requirements for consultation and engagement during development of an OCP, including with First Nations.

In November 2023, the BC Government amended the *LGA* and introduced new regulations related to OCPs and municipal land use matters, including specifications regarding the consistency between the Housing Needs Report and the OCP, minimum allowable densities in Transit-Oriented Areas, and Small-Scale Multi-Unit Housing. Staff have adapted the Burnaby 2050 scope and process to comply with these new requirements, including incorporating the new density requirements into the Growth Scenario Modeling.

2.0 BACKGROUND

The development of a new OCP, Burnaby 2050, began in June 2022. Since that time staff have conducted two engagement phases, as well as considerable policy research, to inform the development of Burnaby 2050, with reports brought forward to the Planning and Development Committee (PDC) and Council on a regular basis, including most recently two reports in November 2023 regarding the proposed approach on the policy reviews and growth modelling and the What We Learned engagement report for Phase 2 of Burnaby 2050.

3.0 GENERAL INFORMATION

3.1 Status Report

The following is a summary of the Burnaby 2050 work completed between November 2023 and February 2024.

3.1.1 Burnaby 2050 Youth Advisory Council

The Burnaby 2050 Youth Advisory Council is a group of 16 youth representatives from across the City who are tasked with exploring community planning from a youth perspective to ensure the new OCP reflects youth priorities and viewpoints. Members are youth in grades 9-12 living or going to school in Burnaby, selected through an application process. The members have met twice so far and over the winter break conducted independent Burnaby 2050 engagement activities with their peers. Their perspectives have been shared with City staff to be analyzed and incorporated into the overall development of Burnaby 2050. They will meet once more in spring 2024 to discuss the growth scenarios and policy directions.

3.1.2 Community and Social Infrastructure Needs Assessment

Funded by a \$150,000 grant from the Union of BC Municipalities, the Community and Social Infrastructure Needs Assessment is an important piece of technical and engagement research that will help inform what priorities should be articulated in the OCP for new and enhanced community and social infrastructure. A consultant (LevelUp Planning Collaborative) has recently been engaged to conduct the engagement and spatial analysis work. A project initiation report will be forwarded to an upcoming PDC meeting.

3.1.3 Employment Lands Needs Assessment

The Employment Lands Needs Assessment is a similar technical research and stakeholder engagement project designed to inform the economic development policies in the OCP. Since beginning the project in late 2023, the consultant team (Urban Systems) has quantified the existing employment space in Burnaby's key employment areas and concluded stakeholder interviews with representatives of the business community in Burnaby. They are now analyzing employment growth trends to help estimate the anticipated employment lands required to support Burnaby's growing economy to 2050. A report on the findings of this study will be presented to PDC in spring 2024.

3.1.4 OCP Policy Reviews

Staff teams from across the City have been researching policy best practices and developing policy ideas to propose for Burnaby 2050. Each of the 13 Policy Review teams has developed a list of “Policy Directions” (draft policy concepts) which will be presented to the public in the spring of 2024 for comment during the engagement campaign for Phase 3. The Policy Directions will be presented to PDC in April 2024 prior to the launch of the public engagement.

3.1.5 OCP Growth Scenario Modeling

Staff have developed two potential “growth scenarios” for how the city might grow and develop over the next 25 years. According to Metro Vancouver’s projections, Burnaby is forecasted to grow by over 100,000 additional people, 55,000 additional housing units, and 50,000 additional jobs by 2050 (Note: these growth projections are anticipated to increase when Metro Vancouver releases their next update of the regional projections). The growth scenarios present different ways that projected growth could be accommodated in Burnaby.

- The first scenario includes focusing the projected new homes and jobs in the following locations: all SkyTrain station areas and the four Town Centres. This scenario does not include as many new medium density options.
- The second scenario includes focusing the projected new homes and jobs in the following locations: all SkyTrain station areas, the four Town Centres, and along frequent transit corridors identified in the Burnaby Transportation Plan, including Willingdon Avenue and Hastings Street. This scenario includes more medium density options such as townhouses and low or medium rise apartments in transit-oriented locations in the city.

Both scenarios assume the provincially mandated densities in Transit-Oriented Areas, as well as the allowance for Small-Scale Multi-Unit Housing on all single-detached lots. Both scenarios also include the ongoing protection of natural areas and the expansion of school and park space.

The two growth scenarios will now be modeled to evaluate how they would perform against certain key metrics. The two growth scenarios and the evaluation outcomes will be presented to the public for engagement and discussion during the spring 2024 engagement period.

3.1.6 Development Permit Area Guidelines

Burnaby 2050 will introduce an important planning tool: Development Permit Area (DPA) Guidelines. The LGA enables municipalities to designate areas as DPAs, which are identified locations that need special treatment for certain purposes, such as the protection of riparian areas, establishing objectives for form and character, or revitalization of a commercial use area. Within a DPA, a property owner must apply to receive a development permit before subdividing land or constructing, adding to, or altering a building. Municipalities must also specify guidelines for how proposed developments in a DPA can address the special conditions or objectives.

Burnaby 2050 will introduce two DPAs and associated guidelines for Form and Character and Streamside protection. Additional DPAs on different topics will be developed and added to the OCP in the future. The City is in the process of procuring consultant support for the development of these two DPAs and guidelines.

3.1.7 Burnaby Community Assembly

The Burnaby Community Assembly is a special engagement process being led by SFU's Centre for Dialogue under the Urban Resilient Futures Partnership. The Assembly brings together 45 residents, selected by civic lottery, for 7 Saturdays between February and June 2024 to have focused discussions about Burnaby's future. The Assembly will engage with the broader community and in June provide Council with a set of recommendations to be considered in the development of Burnaby 2050. The civic lottery process is now completed, and the Assembly members have been selected. Their first session was held on February 24 and included a welcome from the Mayor. Staff are working to support the work of the Assembly, including providing technical background information and education to help the members understand the planning considerations in the Burnaby context.

Because the Community Assembly is taking place concurrent to the Phase 3 Public Engagement period, staff are taking care to be clear about how these two processes are different, but complementary, to avoid confusion.

3.2 2024 / 2025 OCP Workplan

The City's objective is to adopt Burnaby 2050 by the end of summer 2025. A workplan outlining the key activities that will take place in 2024 and 2025 is attached (Attachment 1) and summarized below. All OCP content will continue to be brought forward to PDC and Council for review before advancing to public engagement.

- Q1 2024 - staff focused on completing the Policy Direction drafts, conducting the Growth Scenario Modeling, and planning the Phase 3 engagement program. Consulting staff have also been procured to support the technical work.
- Q2 2024 - staff will engage with the public on the Policy Directions, Growth Scenarios, and a draft OCP Vision, Values, and Guiding Principles. The Burnaby Community Assembly will take place during this same period.
- Q3 2024 - staff will draft the OCP text and maps and design the document. The Community and Social Infrastructure Needs Assessment final report will be presented to PDC and Council and the development of the two DPAs will be completed.
- Q4 2024 - management will review and revise the draft OCP for the next phase of public engagement.
- Q1 2025 – staff will conduct the 4th phase of public engagement on the draft OCP.

- Q2 and Q3 2025 - the draft OCP will be revised based on the comments received and a final bylaw will be brought forward for consideration for adoption.

3.3 Draft Vision, Values, Guiding Principles for Burnaby 2050

During the 2nd phase of engagement (Spring/Summer 2023), the community provided input on their vision, values, and priorities for the future of Burnaby. Attached to this report is a draft of the Burnaby 2050 Vision Statement, the list of Core Values, and the list of Guiding Principles (Attachment 2). This content was developed through a close review of the Phase 2 What We Learned Report presented to PDC in November 2023.

These fundamental statements will serve as the foundation for the rest of Burnaby 2050. All goals, policy actions, targets, maps, and other content in Burnaby 2050 should serve to work towards making the “Vision Statement” a reality and should be consistent with the list of Values. The Guiding Principles are prescriptive statements about effective planning practices in Burnaby, with content in Burnaby 2050 consistent and specific about the ways the City will act on these Principles. This content will be presented to the community for engagement in April and May 2024. Feedback from the PDC on the draft Vision Statement, Values, and Guiding Principles are welcome at this time.

4.0 COMMUNICATION AND COMMUNITY ENGAGEMENT

The third phase of public engagement on Burnaby 2050 is scheduled to begin April 16, 2024. This phase of public engagement will focus on getting input from the community on the draft Vision, Values, and Guiding Principles, the Policy Directions, and the Growth Scenarios. An overview of the engagement plan for Phase 3 will be presented to PDC at its meeting in April 2024.

5.0 FINANCIAL CONSIDERATIONS

The City has been awarded a grant in the amount of \$150,000 from UBCM as part of the Complete Communities initiative to support the Community and Social Infrastructure Needs Assessment. Sufficient funding for all other work in 2024 is included within the Planning & Development department operating budget in the 2024-2028 Financial Plan.

Respectfully submitted,

E.W. Kozak, General Manager Planning and Development

ATTACHMENTS

Attachment 1 – Burnaby 2050 Workplan – 2024 & 2025

Attachment 2 – Burnaby 2050 – Draft Vision, Values, Guiding Principles

REPORT CONTRIBUTORS

This report was prepared by Erin Rennie, Planner 3, and reviewed by Wendy Tse, Director Community Planning and Lee-Ann Garnett, Deputy General Manager Planning and Development.

Attachment 1**Burnaby 2050 Workplan – 2024 & 2025**

Item	Estimated Timeframe*	Status
First Nations Engagement	Ongoing	Ongoing
Community Assembly	February 2024 – July 2024	In Progress
Community and Social Infrastructure Needs Assessment	January – October 2024	In Progress
Employment Lands Needs Assessment	October 2023 – March 2024	In Progress
Streamside Protection Development Permit Area Guidelines	August 2023 – October 2024	Procurement
Form and Character Development Permit Area Guidelines	January – October 2024	Scoping
Draft Policy Directions	August 2023 – January 2024	Completed
Growth Scenario Modeling	July 2023 – April 2024	In Progress
Phase 3 Engagement Campaign “Drafting”	April – June 2024	Planning
Phase 3 Engagement Reporting	June – July 2024	Not Started
Develop and Engage on Parcel-Based Land Use Map	September 2023 – September 2024	In Progress
ESRI Urban Land Use Model Development Begins	September 2024	In Progress
Draft Official Community Plan	August – October 2024	In Progress
Draft OCP Maps	August – October 2024	Not Started
Draft Regional Context Statement	September 2024	Not Started
Internal Review (Management, Legal, etc.)	November 2024 – January 2025	Not Started
OCP Document Design	August 2024 – January 2025	Not Started
Phase 4 Engagement Planning	November 2024 – February 2025	Not Started
ESRI Urban Land Use Model Completed	January 2025	Not Started
OCP Comment Period	February – April 2025	Not Started
OCP Revisions	May 2025	Not Started
Adoption Process	June 2025 – September 2025	Not Started

*Timeframe subject to change as project progresses.

Burnaby 2050 – DRAFT Vision, Values, Guiding Principles

The following Vision Statement, Values, and Guiding Principles were developed using the findings from the Burnaby 2050 Phase 2 “Visioning” Engagement Period which took place in the Spring and Summer of 2023. Community members from across the city expressed their hopes for the future of Burnaby, what mattered to them most, and their priorities. This information is detailed in the “What We Learned Report (2023)” available at www.Burnaby.ca/Burnaby2050. Community input was analyzed and used to write the draft statements below.

VISION

***Definition:** A **Vision Statement** is a description of our desired future state. It is aspirational and inspiring. It “paints a picture” of what we’re hoping to achieve by the year 2050. It is a required element of an OCP.*

Burnaby 2050 Vision Statement

Option 1: “Burnaby is a safe, thriving, green city with a vibrant economy and connected neighbourhoods that people want to live in and be in for generations to come.”

Option 2: “Vibrant and connected, green and safe – Burnaby is a place we can all call home.”

Option 3: “Burnaby is a safe, green, and affordable city where people in all their diversity can prosper.”

VALUES

***Definition:** **Values** are our shared core beliefs. These are the fundamental ideas that are most important to Burnaby residents.*

Burnaby 2050 Values

Our core values as a city are as follows: Opportunity, Connectedness, Sustainability, Stewardship, and Inclusion

- **Opportunity**

Burnaby prides itself on being a city of diverse educational and employment opportunities. Capitalizing on its central location, strong business climate, many transportation choices, efficient permitting process, and highly skilled workforce – Burnaby has positioned itself as a premier place to do business or locate an organization. By providing a variety of opportunities, Burnaby is a city where everyone can find a place to thrive and prosper.

- **Connectedness**

Burnaby is woven together by strong social bonds and efficient mobility networks. We embrace connectivity in all its forms – social, technological, and environmental – to foster a city with strong physical and social cohesion. We deeply appreciate the freedom to walk or roll safely to access most of our daily needs. Residents value the convenience of being able to travel between

neighbourhoods with ease and this in turn supports social connectivity and a highly integrated economy.

- **Sustainability**

Burnaby residents enjoy a strong connection to the natural environment and value the many benefits that healthy ecosystems provide. Burnaby protects and enhances its networks of lakes, streams, and wetlands; its parks, trees, and natural areas; and its aquatic and terrestrial wildlife habitats and atmosphere. Burnaby takes great pride in its climate leadership and the legacy of environmental protection it leaves to future generations.

- **Stewardship**

Burnaby values good stewardship of public assets and shared spaces. Good stewardship includes taking steps to enhance the resilience of infrastructure, facilities, systems, and communities so that Burnaby can adapt and ‘bounce forward’ in a crisis or disaster. Residents hold public servants and decision-makers to the highest standard of integrity and expect public funds and facilities to be well-managed for the benefit of all, now and in the future.

- **Inclusion**

Burnaby is proud to be a friendly and welcoming community that fosters spaces that nurture a strong sense of belonging for all residents, visitors, and businesses. We strive to create a safe community where every individual feels valued, respected, and empowered to contribute to our shared future regardless of age, gender, race, religion, sexuality, income, or ability. Burnaby is a place where all community members can reach their full potential.

GUIDING PRINCIPLES

***Definition:** **Guiding Principles** are short prescriptive statements about how to plan in Burnaby. They are practices that are timeless, long-standing, effective, and near universal.*

Burnaby 2050 Guiding Principles

Burnaby 2050 is guided by the following planning principles:

1. Lead in climate action.
2. Protect ecosystems and the natural environment.
3. Enhance access to nature for people and wildlife.
4. Protect farmland and promote food security.
5. Nurture reconciliation through strong and respectful relationships with Host First Nations and Indigenous community members living in Burnaby.
6. Develop a safe, inclusive, multi-modal, and well-connected transportation system that encourages public transportation and active living.
7. Build a vibrant and resilient economy that supports innovative and diverse employment sectors and opportunities.
8. Foster diverse housing options that serve the needs of all household types through all stages of life.

9. Foster complete communities that are sustainable, equitable, and accessible to all.
10. Design healthy and resilient urban environments that are adaptable to changing needs.
11. Create safe and welcoming public spaces that are fun and accessible for everyone.
12. Foster equity, diversity, and a sense of belonging for all.
13. Acknowledge and celebrate diverse local histories, cultures, and heritage.
14. Efficiently meet the infrastructure and service needs of a growing population through coordinated land use planning and service planning, including the use of nature-based solutions.
15. Provide equitable opportunities for the public to meaningfully participate in decisions.
16. Collaborate with neighbouring municipalities, local First Nations, and all levels of government to achieve common goals for the future.
17. Use urban design techniques to encourage active mobility, social connection, and a sense of place and belonging.
18. Responsibly use financial tools to efficiently and transparently finance the cost of expanding infrastructure and services to support new population growth.